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Discusses the complex issue of public policy regarding admission to public colleges and universities of nonresident (out-of-State) students, as a report on a meeting sponsored by the Western Interstate Commission for Higher Education. Leading citizens from 13 Western States (Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming) participated at the meeting.

The Commission finds that restrictions on out-of-State attendance are made because of the pressure of students and by financial demands. Although the report includes arguments for increasing interstate restrictions, it primarily argues for leaving the barriers down on the grounds that out-of-State students are an educational, even an economic asset, and that they are going to be a permanent phenomenon now that the annual migration of United States families across State lines numbers more than 5 million.

The following seven possible solutions were proposed: (1) placement bureaus (to coordinate and equalize student migration among public colleges in different States), (2) reciprocity (by reciprocal arrangements between two or more States), (3) a clearinghouse (to facilitate student interchange between States), (4) high fees (combined with liberal scholarships for out-of-State students), (5) displacement (no final "quota" on out-of-State students, but the displacement of nonresidents in the student body as the number of well-qualified resident applicants increases), (6) a flexible balance (each State trying to approximate a balance between the number of *nonresident* students attending its public colleges and the number of its *resident* students attending public colleges elsewhere), and (7) admission of all qualified students.

The report concludes with 12 suggested principles for the formulation of any State's policy toward nonresidents.

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ED000206

OUT-OF-STATE STUDENTS

IN THE WEST'S PUBLIC COLLEGES & UNIVERSITIES

WESTERN INTERSTATE COMMISSION FOR HIGHER EDUCATION

The question of out-of-state students in public colleges and universities has received increasing attention recently from educators and state officials. To discuss this complex issue of public policy, the Western Interstate Commission for Higher Education convened a small group of leading citizens from the 13 Western states. All of the conferees have had broad experience in public service for their states, communities, and region.

This report is the outcome of their discussion. It has been read and approved by each of the conferees listed on page iii.

Chairman of the Conference was Willard Wilson, Provost of the University of Hawaii. Resource persons present included Milton R. Merrill, Vice President, Utah State University; William E. Morgan, President, Colorado State University; Carroll V. Galbreath, Regional Representative (Higher Education), U.S. Office of Education; David Muirhead, Director of Admissions, University of Colorado; and Leslie Ross, Assistant Executive Secretary, New Mexico Board of Educational Finance. Advance research materials and this report were prepared by Terry F. Lunsford, WICHE's Director of Special Regional Programs.

The Conference and the report were made possible by funds from the Carnegie Corporation of New York.

Robert H. Kroepsch
Executive Director

MEMBERS

Alaska
Arizona
California
Colorado
Hawaii
Idaho
Montana
Nevada
New Mexico
Oregon
Utah
Washington
Wyoming

The Western Interstate Commission for Higher Education is a public agency organized under the Western Regional Education Compact to promote interstate cooperation in higher education for the 13 Western states.

This report is presented by WICHE as a contribution to public discussion.

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OUT-OF-STATE STUDENTS

IN THE WEST'S

PUBLIC COLLEGES & UNIVERSITIES

WESTERN INTERSTATE COMMISSION

FOR HIGHER EDUCATION

Fleming Law Building

Boulder, Colorado

July, 1962

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Housewife, community leader

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President, Dick Jones Trucking
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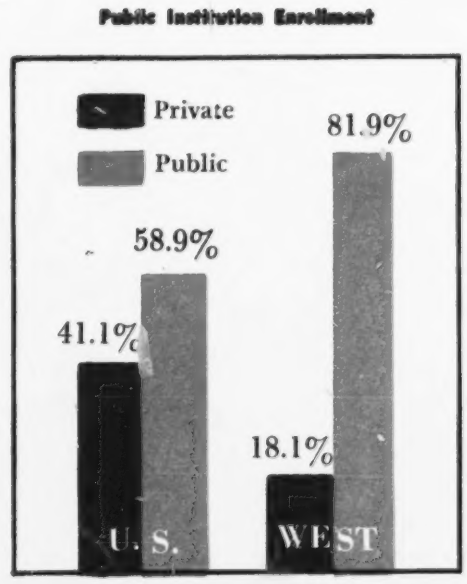
I.
The Rising Barriers

Each year, more than half a million Americans attend colleges and universities in states where they are not "residents." Their reasons are many. Some want to study in programs not offered in their home states; others want to attend college where their parents were educated; still others wish to enroll in a church-related college, or one they consider distinguished in a specific field. Many simply want to learn from new sights and new people, or just to get away from home. Many others are not "residents" where they attend college only because their families have not lived there long enough to earn legal resident status. All of these reasons reflect the trend toward increasing mobility among the American people, who now travel and move their homes in greater numbers than ever before.

Recent years have seen another trend which threatens to slow to a trickle the flow of college students among our states. Public colleges and universities are steadily raising new and higher barriers to attendance by students from out of state—to all "nonresidents." If this trend continues, many thoughtful persons fear, it may have a lasting and harmful effect on higher education in this country, and in turn upon the country itself.

For many years, higher education in the United States increasingly has become *public* higher education. In the nation as a whole, publicly supported institutions already enroll well over half of all students studying for degrees. In the 13 Western states, *more than four out of every five students are enrolled in public colleges.* In two Western states, there are no private colleges at all.

This means that in the West educational opportunity—a young person's chance to attend college, and one of his own choice—depends mostly on our state-supported colleges and universities and our two-year community colleges. If these are closed to students from out of state, or if major obstacles to these students are interposed, a drastic reduction will have occurred in the educational opportunities open to our children.



Public institutions enroll a majority of the students in the U.S.; in the West, they enroll more than four out of five.

Yet this is clearly the trend. Almost all of our states now charge nonresident students a higher tuition fee than residents, and these fees have been increased dramatically by several states within the past year. Most public colleges require higher grades for admission of nonresidents than of residents, and these differences also have been increased in many states recently. A *New York Times* survey several years ago reported that a growing number of states and colleges are imposing "quotas" on the admission of students from out of state—and some states had made their quotas more restrictive recently, or were planning to do so soon. In 1961 alone, several colleges in the West announced new restrictions on the numbers of nonresidents they will admit in the future.

These rising barriers among our states mean that each state increasingly will educate only its own "residents," and that fewer and fewer young people will have the chance to travel away from home for a college education.

II.
Pressures for More Restrictions

Why, then, are these restrictions on college attendance being increased? The main reasons are not hard to find.

The pressure of numbers: The past few years have brought greatly expanded enrollments in elementary and secondary schools, and population experts predict even greater increases in the years ahead. College and university enrollments are now expected to *double* in the period 1960-1970—and most growth estimates of this kind have been too conservative in the past. Not only is our whole population growing rapidly, but many more youths of college age are now seeking a college education, as more occupations begin to require study beyond the high school as a background. The effects already are being felt by colleges and universities, who find themselves faced with shortages of classrooms, teachers, dormitories, and the other necessities of campus life. In the face of such pressure of numbers, it is natural that a state or a college should be urged by its citizens to "take care of its own" first—and to worry about nonresidents later, if at all.

Unequal state efforts: This reaction is reinforced by the knowledge that different states have provided differing degrees of educational opportunity within their borders. Some large-population states, for example, are known to have "overflows" of many students each year applying to the public colleges of other states. The receiving states are likely to wonder whether they are in effect "subsidizing" the education of their sister states' burgeoning populations.

Our State University is overcrowded, and one of the causes is that students from other states and foreign countries are allowed to matriculate there although in many instances they have fine colleges and universities in their own state or country.
The founders of SU intended it to be used as an educational institution for legal citizens of our own state, and the admittance of students from other states and countries is a definite misuse of the University.

—Letter to a Midwestern newspaper, quoted in *School and Society*, October 26, 1957

. . . Since public education is a state function and the support of higher education rests almost entirely upon the shoulders of the . . . taxpayer, the public colleges and universities must seek first to serve resident students to the maximum possible extent.

—From the report of a Western state legislative committee

Demands on the dollar: Finally, higher education in the United States today is the subject of closer public scrutiny than at any time in its history. Our nation is growing steadily more conscious of the vital role education and research play in modern society. But, in addition, costs of higher education also have risen greatly in recent years, along with costs of many other public services. Confronted with ever-increasing demands upon the tax dollar, state legislatures and executive fiscal officers are looking more carefully than ever before at the purposes for which educational appropriations are spent.

III. Dangers in the Trend

The major arguments for restricting out-of-state college study are economic ones, and they require careful consideration by our states. But where educational matters are concerned, a dollar calculus alone is seldom sufficient. Many persons believe that raising barriers among our states will itself create more serious problems than it will solve. Here are some of their arguments.

An educational asset. In the first place, most educators are convinced that out-of-state students are a distinct asset to the educational life of the campus. A wide diversity of backgrounds, viewpoints, and experiences gives life and meaning to intellectual discussion. It has long been held necessary to the intellectual maturing process which much of college study is designed to provide. Most good private colleges and universities, for this reason, actively seek a broad mixture of backgrounds in the students they admit. If out-of-state students are selected for intelligence and interest in learning, they can add a vital stimulus to the educational process through the classroom debates and informal discussions which are such important parts of college life. If admitted arbitrarily according to some "quota," or selected only by their ability to pay high nonresident fees, students from other states may be no asset to a campus, but a liability.

Thus, our states are *dependent upon one another* for their supply of students with varied backgrounds and experiences, so that each campus in the nation may avoid a narrow provincialism. This is generally understood in the case of graduate studies today; it is also important for the formative undergraduate years. All of us have a

stake in the free flow of students among our state colleges and universities, as much as in the good teachers, ample classrooms, and stimulating books which also contribute to the quality of education in our public colleges.

This is true not only because we want our children to receive the best possible education, but because our whole society is based on our educational system. The state and community colleges which educate our college students are forming the citizens of tomorrow. In doing so, they must look beyond the duty to provide training for an occupation and recognize the national and international responsibilities which will be assumed by the young people they are training. For this reason alone, if for no other, to stem the flow of students among our states could be a national misfortune. If we are to survive and work with the diverse peoples of the world, we must first be able to understand and to work with people from all parts of our own nation.

Many people who worry about the cost to the taxpayer of the nonresident student don't think about his value—I mean economic *value—to the state in which he attends school. These students contribute* dollars *to the state that it wouldn't otherwise get. . . . Let's assume that a Western state has 1,000 out-of-state students at its colleges, and each one spends only $1,000 during the year—outside his school fees, which go for things that the state provides him. That's probably a conservative estimate. But even so, it means* a million dollars *spent in the state which otherwise would have gone elsewhere.*

—Dr. Paul E. Jedamus, Professor of Statistics, School of Business, University of Colorado

An economic asset: Even if we consider only the economic effects of the nonresident student, he may not be such a liability as is generally assumed. Our states now spend many dollars each year to attract tourists from other localities, so as to stimulate local business and display the famed vacationlands of the West. Like out-of-state vacationers, out-of-state students in our colleges also spend much of their money for housing, recreation, food, and clothing—and most students are here for many months. Besides their tuition and other college fees for which they receive educational services in return, these students as a group spend many thousands of dollars each year in the stores and vacation spots of our states. Many are visited by their families, who may return frequently for vacation trips in later years.

In addition, almost every state can point to leading citizens who were born in other states but now are permanent, contributing citizens, adding greatly to the life of their chosen communities. These include state legislators, business leaders, and many others in public and private life. It is the pride of the Western states, and of our state universities and colleges, that many of our leading citizens first came here to attend college and stayed on because they found that the West was where they wanted to live. Had our colleges *then* placed in their way the barriers now being erected against all nonresidents, many of these leaders of today might never have come at all.

Permanent migration: In the United States today, more than five million families move their homes across state lines each year. In most states, these families must live in their new homes for at least a year before they become "residents." During this period, they may

not be able to claim legal residence in *any* state—having abandoned their previous homes permanently and being ineligible in their new states as well. For this group, every new educational barrier against "nonresidents" is inescapable—and of doubtful fairness. Nor is this a small group: during the past ten years, a *net* total of 3,850,000 persons moved into the Western states alone.

Attempting to define this word ["resident"] is a task which has plagued the courts during the more than 400 years of Anglo-American jurisprudence. . . .

—From a formal opinion by the Assistant Attorney General of New Mexico, quoted in the *Albuquerque Journal*, July, 1960

Over-simplified solutions: Finally, when statewide restrictions are created against nonresidents, one major danger is the indiscriminate grouping of dissimilar problems under one sweeping solution. For example, a "quota" may be placed on *all* nonresidents, when a few states supply most of the out-of-state applicants to the state's colleges. These states could be dealt with individually by the colleges in building a balanced selection of student backgrounds. Again, fees for nonresidents may be set at "the average cost per student" in the university, without recognition that the education of a freshman in English may "cost" the school less than half that of a senior in physics. Graduate teaching assistants, students in medicine or other professional schools, and beginning undergraduates—all of these may be subjected to similar restrictions which affect them quite differently. Or all schools in a state may be forced to follow a single policy, even though some of them—such as those with highly specialized offerings or graduate and professional programs—have much more difficulty in securing qualified students.

When such over-simplified solutions are enforced, educational considerations are sacrificed to administrative expediency; both fairness to students and quality of education suffer as a result.

ARGUMENTS FOR Increasing INTERSTATE RESTRICTIONS

1. State tax funds, in effect, "subsidize" part of the cost of educating students from other states. Admission to public colleges should be restricted to state residents, or nonresidents should be charged the full cost of their education.

2. The high cost of education and of other state services require that every possible economy be observed in expending state funds. Opportunity for out-of-state college attendance is a "luxury" and should not be supported.

3. Each state's educational system should take care of its own residents. Private colleges and universities provide out-of-state educational opportunity for those who want it.

4. Many students who go out of state to college can well afford high tuition charges. For qualified students who cannot, liberal "scholarship" plans can be set up to provide nonresident tuition remissions.

5. State colleges and universities are maintained for the benefit of each state's own residents, who pay the taxes for their support. They should assume no obligations extending beyond their state's borders.

ARGUMENTS FOR *Lowering* INTERSTATE RESTRICTIONS

1. State barriers to out-of-state students constitute artificial interstate "tariffs" and "quotas" on educational opportunity in the U. S. Admission to college should be based only on ability to do college work, serious interest in learning, and personal qualities which contribute to the college community.

2. Every state's residents will suffer if we continue increasing restrictions on interstate opportunity to attend college. Each state, by raising new restrictions against other states' residents, increases the chance that its own residents will face similar barriers elsewhere.

3. As public colleges and universities enroll an increasing majority of all students in American higher education, they must educate broadly for future citizenship in the nation and the world, not merely teach students how to make a living. Students from many states improve the education provided by state colleges by introducing a rich diversity of backgrounds and viewpoints into classrooms and campus discusions.

4. Out-of-state students as a group contribute to their host state's economic growth by spending many thousands of dollars for food, clothing, lodging, and entertainment. Such students frequently become permanent residents, and include many of our states' leading citizens.

5. Educational restrictions based on legal "residence" are unfair to families who move their homes permanently across state lines, and the number of such families is increasing each year.

6. High nonresident fees restrict college opportunities most severely for families of low or moderate income—those most in need of low-cost public education. "Scholarships" for nonresidents cannot be made plentiful enough to ease this problem significantly.

IV.
Some Possible Solutions

How should our states and colleges resolve this complex tangle of educational and economic problems? A number of possible solutions have been proposed. Here are a few of them:

A. Placement bureaus: As an extreme measure, regional or national placement bureaus have been suggested, to coordinate and equalize student migration among public colleges in different states. While assuring control of migration, this solution is administratively cumbersome, expensive for the states to maintain, and quite restrictive of student opportunities.

B. Reciprocity: Short of general placement, any two or more states may agree to reciprocal lowering of barriers to each other's students while maintaining these barriers for students from other states. These arrangements exist in a few places at present and allow selective treatment of special migration problems among some states, while encouraging the mutual interchange of students among others. However, such arrangements are minor exceptions to a basically restrictive policy. Moreover, unless used extensively they would contribute very little to the solution of the problem.

C. A clearinghouse: Similarly, various ideas have been advanced for a clearinghouse, which could keep track of student migration within a "common market" of states agreeing to free student interchange. By reporting yearly migration figures and arranging interstate payments over longer periods, such a clearinghouse might actually be able to stimulate the flow of students, while

few dollars would change hands among the states involved. Again, however, such a device would be administratively elaborate, would necessitate some expense, and would be politically difficult to establish in many states.

D. **High fees, liberal scholarships:** One suggested solution would encourage the establishment of nonresident student fees approximately at each college's average cost per student, but would balance this action with generous scholarships for nonresidents, based on financial need. In this way, students who could afford high fees would pay them, while able students with financial problems would be charged the same fees as residents. This solution would lift some of the burden from the taxpayer of states with large numbers of out-of-state students. But it would not settle the question of *how many* nonresidents should be admitted. And many persons feel that such a large-scale scholarship program would not be workable; that in the end only wealthy students would have the advantage of out-of-state opportunties for study. They point out that almost nowhere else in American education, public or private, is the student charged the cost of his schooling—a recognition that the nation as a whole benefits from the education of its citizens, wherever they may live.

E. **Displacement:** Some universities advocate no final "quota" on out-of-staters, but the displacement of nonresidents in the student body as the number of well-qualified resident applicants increases. This policy has the virtue of flexibility and minimizes the adjustments necessary in the college's policies and programs. But it leaves open the question of *how many* nonresidents shall be displaced. It may encourage state leaders to delay needed expansions of academic facilities, by making the ouster of nonresidents seem an attractive alternative. And it ignores the question of different and higher fees for students who are admitted from out of state.

F. **A flexible balance:** Some persons recommend that each state try to approximate a balance between the number of *nonresident* students attending its public colleges and the number of its *resident* students attending public colleges elsewhere— but that this be done by voluntary cooperation amoung the public colleges and universities in each state. This policy would require regular collection and distribution of data on student migration among the states, and agreement among a state's public colleges on nonresident student admission levels which would keep the state's total influx of nonresidents in balance. And, if *all* states adopted the method, it might result eventually in "quotas" at the approximate levels of student migration which exist today. But this need not be true, and the solution would have certain advantages: Differences among numbers of nonresidents at different kinds of institutions within a state could be retained. Groups of states could easily negotiate, through

their public institutions, adjustments in the admission of each other's residents, as nonresident applications increase or decrease. This could be done without a net loss being sustained by any state. Each college would retain the determination of its own admission policies within the framework of the inter-institutional agreements. And the agreements reached might well result in a desirable *increase* in out-of-state students at some Western institutions which now enroll local residents almost exclusively.

G. Admission of all qualified students: If public colleges and universities simply admit all students who are qualified for college work, regardless of state of residence, *educational* problems are minimized. This solution depends on a reasonable "balance of trade" among states to equalize approximately the direct costs of educating out-of-state students, recognizing that some states would "owe" others temporarily at different times.

V.
Keys to State Policy

Clearly, no single solution can be urged as the "best" one for every Western state; the economic development, demand for higher education, and past educational policies of our states vary too much for that. But a few guiding principles emerge from a discussion of these problems which should govern formulation of any state's policy.

1. Today's America, with its increasingly complex economy and highly developed technology, needs vigorous public colleges and universities serving its citizens with the broadest possible scope of higher education. State and community colleges should realize their important role in fulfilling the needs of their region and nation for broadly educated and highly trained citizens, as well as their obligation to provide educational opportunities for residents of their own states.

. . . Education is necessary to a democratic form of government, for a free people cannot govern themselves out of ignorance. The vote of the ignorant man counts the same in the balloi box as the vote of the educated man. Therefore, education is a social responsibility, not a private privilege.

—Dr. Edward C. Moore, University of Idaho, *Journal of Higher Education*, May, 1962

2. The first responsibility of the public colleges and universities in a state is to provide residents of that state with opportunity to obtain a good higher education at a price most families can afford. The heart of America's educational system is *opportunity*—the idea that *every* student should be allowed to go as far as he is able and to develop his abilities to the fullest. Leaders of education and state government should work together to assure preservation of the greatest breadth and availability of educational opportunity possible.

3. A free flow of well-qualified students among the colleges and universities of our states is a valuable part of the stimulating, truly maturing education which these institutions seek to provide.

This flow should be encouraged and preserved in the interest of better education for our children who attend college in their home states. Development by each state of an insular educational system, which denies itself contact with students or faculty members of diverse backgrounds and viewpoints, would be disastrous to the quality of higher education in this country.

4. The opportunity for a well-qualified young person to attend the college of his choice is an important part of our American educational heritage, which should be maintained and expanded wherever possible. For each young person today, a meaningful range of college opportunities depends on the hospitality of *other* states' colleges, as well as on the adequacy of his home state's institutions. We should be wary of closing the door to our neighbors' children, lest our own children find neighboring doors closed to them.

5. Admission to college study for *all* students should depend primarily on ability, not geography. No student should be encouraged to attend college if he cannot do the work or if his primary motive is "college fun." But no serious, able student should be denied an education at the college of his choice by arbitrary state barriers or prohibitive fees. Within this context, each college should strive to encourage growth of a balanced student body, including able students from all parts of the nation and the world.

. . . almost no state provides a complete category of educational opportunities. . . . where I live, there are at least forty different separate academic specialties which are not offered in the state. . . .

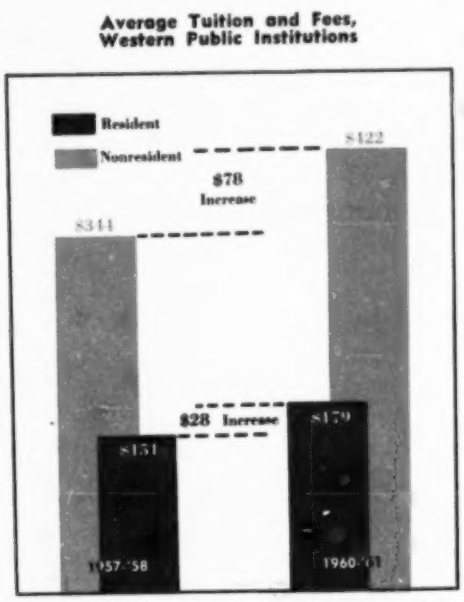
—President Frederick L. Hovde, Purdue University, in an address to the Association of Governing Boards, 1956

6. Admission to graduate study in our universities should be kept free from *all* restrictions based on geographic origin. Western colleges and universities should continue urging their graduates to broaden their experiences and training by attending graduate schools in other states and regions. In turn, our graduate training programs should continue to attract and encourage top-flight graduates of other colleges. Only in this way can our universities avoid intellectual in-breeding and cultivate that breadth of experience which is a mark both of the wise college teacher and the productive research scholar.

7. Special attention also should be given to maintaining interstate opportunities for study in professional schools—in medicine, dentistry, law, and the other disciplines so necessary to the daily well-being of our society. Diversity of backgrounds is important to this kind of education, too. But, more important, great shortages of trained personnel have existed and are growing in many of these key fields. In some fields the West has long been a "debtor" region, depending on schools in other parts of the nation for much of its supply of trained specialists. A great deal of encouragement must be given to the growth of such professional schools, and to students who wish to enter them.

8. If any state concludes that it *must* place restrictions on out-of-state students for economic reasons, it should strive for flex-

ible policies which can be applied as needed and can be adjusted to serve the state's educational purposes. Individual colleges should be encouraged to develop their own policies, based on educational considerations. Statewide policies should (1) allow for differences among institutions within the state, (2) avoid rigid, absolute "quotas" on admission of students, and (3) rely on flexible approximations of per-student cost which recognize the great variations among institutions and programs.



Nonresident tuition and fee charges are far nigher than resident charges, and in recent years have increased by a greater amount

9. States and institutions now having high nonresident student fees should consider seriously establishing generous "scholarship" programs to provide remission of this fee for any qualified applicant who can show financial difficulty in paying a high college tuition. In the absence of such scholarship programs, opportunity for out-of-state study is in danger of becoming a privilege of the well-to-do youngster, and an important benefit of American public education may be drastically curtailed.

10. No precise information is available on the "best" number or proportion of nonresident students for a particular college. Any specific "quota" can be convincingly attacked as too high or too low; similarly, no college can successfully defend its *present* number of out-of-state students as the "right" one. The distinctions among students which make some of them more valuable to a college's intellectual life are not geographic; they depend on ability, motivation, family training, and experience of different ways of living and thinking. The important thing *educationally* is that colleges be free to continue seeking lively, stimulating students wherever they can be found, without restriction by arbitrary quotas imposed from without.

11. In our increasingly mobile American society, a growing number of families are handicapped unfairly by interstate restrictions on educational opportunity based on legal residence, which in most states cannot be acquired for a year after moving one's home across a state line. Yet many of our Western states actively encourage in-migration of new industries and the trained personnel who come with them, as a major factor in continued economic growth.

State legislatures and college administrators should study ways of reducing such restrictions and of making them less onerous for the new citizens of our communities.

12. While no single state's restrictions on out-of-state students may have a serious effect on educational opportunity in the nation, there is great danger in the present *trend* toward interstate barriers in higher education. Each state should remember that, when it restricts study in its college by residents of its neighbor states, its own residents can expect similar treatment in return. The result can be an ever-increasing spiral of interstate "tariffs" on education. In the long run this will operate to the detriment of all our states and will seriously undercut our own children's opportunities for a good higher education. As public colleges and universities come to supply an increasing portion of all college opportunity available, the result could be a real misfortune for the West.

While every possible effort should be made to accommodate capable students within the state, no university can afford to become provincial in its registration. Every state university, therefore, should admit superior students from any part of the world, not only for the benefit the university can give them but for the benefits that students from other parts of the United States and other countries may give to the university in its students.

—Dr. Herman A. Spindt, Director of Admissions, University of California
Quoted in *New York Times*, June 10, 1956

WICHE . . .

is a public agency through which the people of the West work together in the field of higher education.

was created to administer the Western Regional Education Compact, which has been adopted by the legislatures of all 13 states.

seeks to increase educational opportunities for Western youth.

assists colleges and universities to improve both their academic programs and their institutional management.

aids in expanding the supply of specialized manpower in the West.

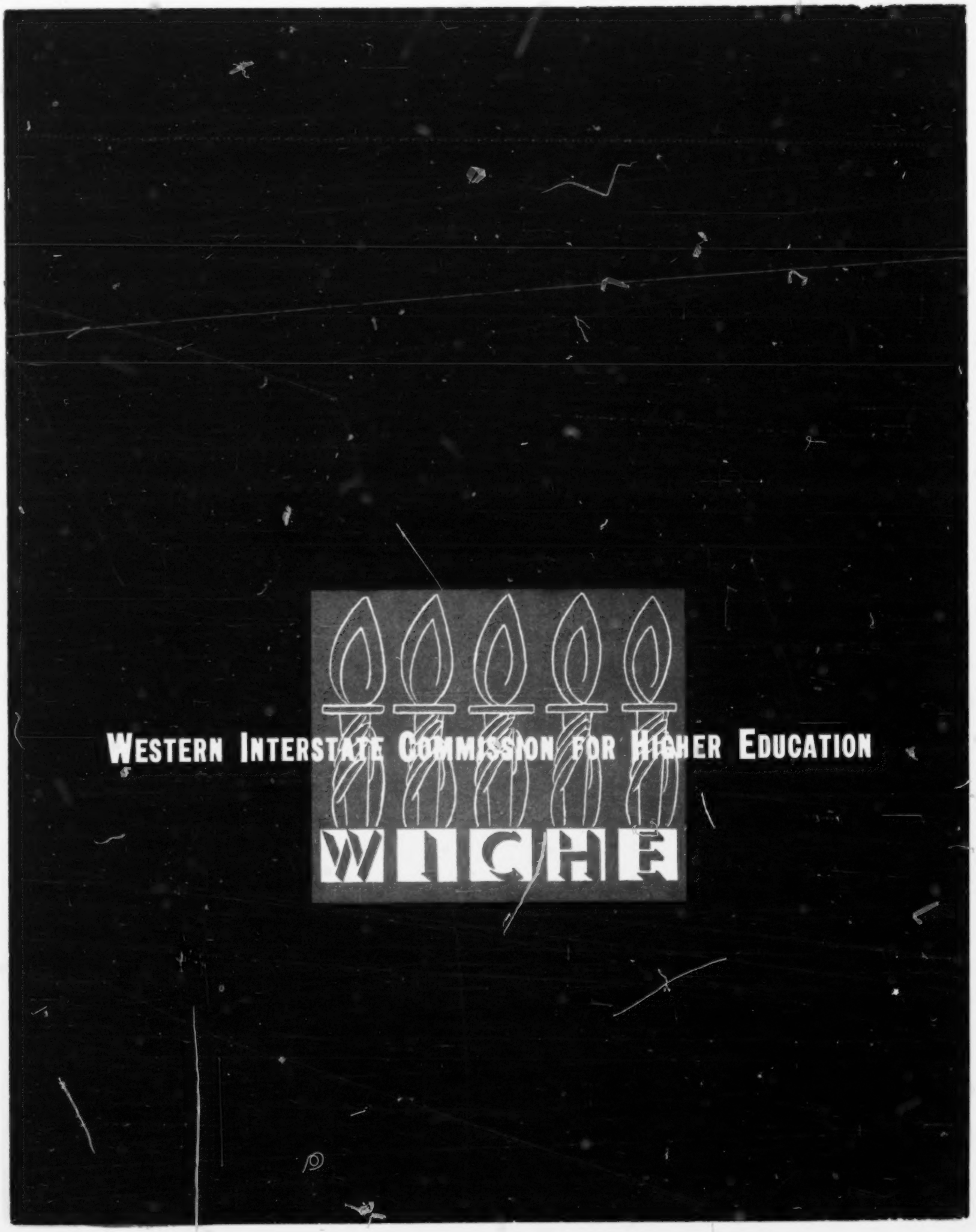
informs the public about the needs of higher education in the West.

serves by gathering information, analyzing problems, suggesting solutions, securing agreement, and stimulating action.

conducts surveys, conferences, institutes, and seminars, and shares the outcome of these with the public through its publications.

is administered by 39 Commissioners; three are appointed by the Governor of each state; they serve without pay.

is financed by an annual appropriation of $10,000 from each state; however, a majority of its staff and most of its programs are supported by grants from private foundations and federal agencies.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